

DIPLOMATIC AND CONSULAR APPROPRIATION BILL, FISCAL YEAR 1922.

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JANUARY 24, 1921.—Committed to the Committee of the Whole House on the state of the Union and ordered to be printed.

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Mr. ROGERS, from the Committee on Appropriations, submitted the following

REPORT.

[To accompany H. R. 15872.]

The Committee on Appropriations submits the following report in explanation of the accompanying bill making appropriations for the Diplomatic and Consular Service for the fiscal year ending June 30, 1922:

ESTIMATES, FISCAL YEAR 1922.

The estimates upon which this bill is based are to be found in the Book of Estimates, fiscal year 1922, pages 345 to 353, inclusive, and aggregate \$11,983,848.94.

APPROPRIATIONS, FISCAL YEAR 1921.

The total appropriations made for the fiscal year 1921 for the objects or purposes estimated for in connection with or provided for in the accompanying bill are as follows:

Diplomatic and Consular appropriation act.....	\$9, 220, 537. 91
Expenses, passport-control act, appropriated by section 4, Public Act 79, Sixty-sixth Congress, made available for 1921.....	150, 000. 00
Total appropriations for 1921.....	9, 370, 537. 91

APPROPRIATIONS RECOMMENDED IN THE BILL FOR 1922.

The total amount recommended to be appropriated in this bill for the service of the fiscal year 1922 is \$8,543,650.79.

This sum, compared with the estimates for the fiscal year 1922 and the appropriations for the fiscal year 1921, shows the following differences: It is \$826,887.12 less than the appropriations for the fiscal year 1921 and it is \$3,440,198.15 less than the amount requested in the estimates for 1922.

## CHANGES IN CURRENT APPROPRIATIONS.

A comparative statement is submitted in this report showing in detail the appropriations for the fiscal year 1921, the estimates for the fiscal year 1922, the amounts recommended in the accompanying bill for 1922, the increase or reduction in the amounts for the fiscal year 1921 as compared with the amounts recommended in the bill for 1922, and the increase or reduction in the amounts estimated for 1922 as compared with the amounts recommended in the bill.

*Principal reductions in 1922 estimates.*

Salaries of ambassadors.....	\$17, 500
Salaries of ministers.....	5, 000
Salaries of secretaries in the Diplomatic Service.....	68, 275
Salaries of clerks at embassies and legations.....	280, 000
Salaries of interpreters at embassies and legations.....	10, 200
Contingent expenses of foreign missions.....	450, 000
Emergencies arising in Diplomatic and Consular Service.....	200, 000
International Boundary Commission, United States and Mexico.....	45, 310
Alaska-Canada boundary line.....	18, 500
International Institute of Agriculture.....	8, 900
International Joint Commission, United States and Great Britain.....	22, 000
Salaries of Consular Service.....	200, 000
Salaries of consular assistants.....	40, 425
Post allowances.....	550, 000
Clerk hire at United States consulates.....	600, 000
Contingent expenses, United States consulates.....	500, 000
Expenses passport-control act.....	400, 000

*Principal increases over 1921 appropriations.*

Salary of ambassador to China (net increase, \$5,500).....	\$17, 500
Transportation of diplomatic and consular officers in going to and returning from their posts.....	155, 000
Arbitration of pecuniary claims, United States and Great Britain.....	48, 520
Relief and protection of American seamen.....	50, 000
Legation buildings and grounds at San Salvador.....	11, 000
Expenses passport-control act.....	200, 000

*Principal items of reduction under 1921 appropriations.*

Salaries of secretaries in the Diplomatic Service.....	\$56, 575
Clerks at embassies and legations.....	180, 000
Interpreters to embassies and legations.....	8, 700
Contingent expenses of foreign missions.....	100, 000
Purchase of embassy at Chile.....	130, 000
Emergencies arising in the Diplomatic and Consular Service.....	200, 000
Alaska-Canada boundary line.....	18, 500
Pan Pacific Union.....	9, 000
Third Pan American Scientific Congress.....	25, 000
Salaries of the Consular Service.....	200, 000
Salaries of consular assistants.....	40, 425
Post allowances to consular and diplomatic officers.....	350, 000

The problem of the committee has been to reduce the departmental estimates and current law as drastically as the present demands for economy make imperative without crippling the very important functions and activities of our foreign service.

The Diplomatic and Consular appropriation act as late as 1916 carried about four and one-half million dollars. The 1922 estimates of the department are nearly treble the appropriations for the foreign service for 1916 and prior years. In 1918, 1919, and 1920—the years when the international relationships of the world were so

seriously disturbed by war conditions—the yearly appropriations ranged between ten and eleven million dollars. When the new fiscal year begins next July, the World War will have been over nearly three years. It seems reasonable and inevitable that our foreign-service appropriations should be reduced materially below the amounts available during the years of especial stress. The accompanying bill has been made up on this theory and shows a reduction of something like 25 per cent as compared with the war years.

On the other hand, it must be recognized that the Congress and the country can not expect at once a return to the figures of half a dozen years ago. The cost of maintaining our foreign service even on precisely the same scale which then prevailed has greatly increased in the last five years. This condition differs in no respect from the situation which prevails in Government and private disbursements within the United States. Furthermore, the aftermath of the war finds a vast increase in the volume of work which the Nation rightly expects the foreign service to perform. Along diplomatic lines the international relationships of the United States are more numerous, delicate, and complex than ever before. Along consular lines the duties imposed are very greatly enhanced as a result of the increased volume of our world trade, shipping, and commercial intercourse.

Six years ago our total volume of exports and imports was less than four and one-half billion dollars. For the calendar year 1920 our total volume of trade was thirteen and one-half billion dollars—over three times the corresponding figure for 1915. This increase—and especially the increase in imports from two billion dollars to five billion dollars—has thrown a great amount of additional work, both routine and investigative, upon the Consular Service and to some extent upon the Diplomatic Service. This is work which must be performed and which is essential to the orderly progress of American trade and prosperity.

In a somewhat similar field the obligations upon the foreign service are similarly multiplied many times. In 1910 the total tonnage of the American merchant marine engaged in foreign trade amounted to 1,173,776 tons. The fiscal year ended June 30 last shows our total American marine tonnage engaged in the foreign trade to be 15,692,631 tons. In other words, our foreign trade had multiplied nearly fifteen times in 10 years. Every time an American vessel arrives at or leaves a foreign port the consular service at that port is called upon for important service which can not be evaded or delayed. An increase in personnel and facilities for the doing of this work has been inevitable during the last decade.

As a result of war conditions, Congress, on May 15, 1918, passed a law requiring outgoing American travelers to bear an American passport and requiring travelers and immigrants from foreign countries to the United States to bear passports of their own governments viséed by American consular officers. This law is still in effect.

So far as the requirement of consular visés upon the passports of aliens coming to the United States is concerned the House of Representatives and Congress have shown evidence of a belief that the system should be continued for a period beyond the formal ending of the war. This belief doubtless arises from the fact that the war-torn countries of Europe are said to contain millions of people, some desirable and some undesirable, who wish to come to the

United States. It has been urged therefore that the only effective way to scrutinize a would-be immigrant is to continue to authorize the consular officer at the intended port of departure to examine into the record of the man at his own home before he shall be permitted to depart for the United States. During the war and for a considerable time after the armistice world conditions were such that immigration and foreign travel were reduced to a very low ebb. But the tide of immigration to the United States has recently risen very rapidly and immigrants are now actually coming to the United States at the rate of about 1,000,000 a year. Very many more desire to come and it is probable that the upward tendency will continue for some time. The task of scrutinizing each application for visé and of granting or withholding the necessary authority has imposed a great additional burden upon the Consular Service. Some of this is reflected in the necessity for increased appropriations for the service generally. The remainder must be made up by the special force of persons stationed in the great emigration centers of the world who function under the direction of the consular officials of the United States and who deal exclusively with passport and visé questions. At present there are 373 such special employees, of whom all but 36 are located in Europe.

The current law carries \$400,000 for the special expenses necessitated by the operation of the passport control act. This amount is proving utterly inadequate to cope with the situation as complicated by the great increases in immigration. The department asks \$1,000,000 for 1922; \$600,000, an increase of 50 per cent over the current appropriation, is recommended in this bill and is believed to represent the extreme minimum which will suffice for even a moderately satisfactory administration of the law.

One fact should be borne in mind in connection with this appropriation bill—the foreign service more than pays its own way. Aside from its important and indeed essential duties it is a financial asset, not a liability, to the Government. As has been stated, the amount recommended in this bill is about eight and one-half million dollars. The estimated receipts for 1922 are \$9,805,000 (passports, \$1,000,000; visés, \$7,000,000; invoices, \$1,500,000; land certificates, \$40,000; bills of health, \$65,000; other fees, \$200,000). The appropriation of \$600,000 for passport-control work, leaving aside altogether the protection afforded to the United States from undesirable immigrants, may be regarded as payment for the collection instrumentality which will bring into the United States Government some \$7,000,000 in fees.

Many items in the accompanying bill are not authorized by existing law, but are carried in this bill both because of their importance or usefulness and because they have been appropriated for year after year in the Diplomatic and Consular act and apparently deserve to be retained.

In addition to this type of item there are a few others, not authorized by existing law, which may be deemed to constitute such an emergency as to warrant their inclusion in this bill. The principal items of the latter character are as follows:

China, formerly a legation, is raised to an embassy.



Austria, formerly an embassy, is, according to the requirements of recent history, divided into Austria and Hungary and a minister is appropriated for in each case.

Turkey, formerly an embassy, is made a legation.

The recently established International Research Council for the first time is provided for in this bill. This organization is in substitution for several international associations, of which the United States has been a member and the action taken is in accordance with the recommendation of some of the most eminent scientists of the United States. The appropriation recommended is \$2,658.

Of a similar character is the International Hydrographic Bureau of which the United States became an adhering member at the instance of the Secretary of the Navy and the Secretary of Commerce. The amount of the recommended appropriation is \$2,500.

The following paragraphs of limitation, in addition to those carried in previous acts, are incorporated in the accompanying bill:

*Provided*, That hereafter no part of any sum or sums appropriated for contingent expenses, foreign missions, shall be expended for salaries or wages of persons not American citizens performing clerical services, whether officially designated as clerks or not, in any foreign mission.

SEC. 2. No portion of the sums appropriated in this act shall, unless expressly authorized, be expended for rent in the District of Columbia or elsewhere in the United States.

SEC. 3. No sums herein appropriated in connection with the participation of the United States in international conferences, congresses, or meetings within the United States shall be expended in payment of the personal expense, subsistence, transportation, or entertainment of any person or for the purchase of medals, badges, or souvenirs.

# DIPLOMATIC AND CONSULAR APPROPRIATION BILL, 1922.

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DIPLOMATIC AND CONSULAR APPROPRIATION BILL, 1922.

*Comparative statement of the amounts appropriated for 1921, the estimates for 1922, and the amounts recommended in the accompanying bill for 1922.*

Object.	Appropriation for 1921 in diplomatic and consular, deficiency, and other acts.	Estimates for 1922 regular annual and supplemental.	Amount recommended in bill for 1922.	Increase (+) or decrease (-) bill compared with 1921 appropriation.	Increase (+) or decrease (-) bill compared with 1922 estimates.
Salaries of—					
Ambassadors.....	\$210,000.00	\$245,000.00	\$227,500.00	+\$17,500.00	— \$17,500.00
Ministers, etc.....	339,000.00	363,000.00	358,000.00	+ 19,000.00	— 5,000.00
Chargé d'affaires ad interim.....	50,000.00	50,000.00	50,000.00		
Secretaries in the Diplomatic Service.....	435,175.00	446,875.00	378,600.00	— 56,575.00	— 68,275.00
Diplomatic and consular officers while receiving instructions and in transit.....	65,000.00	65,000.00	65,000.00		
Clerks at embassies and legations.....	480,000.00	580,000.00	300,000.00	—180,000.00	— 280,000.00
Interpreters to embassies and legations.....	48,200.00	49,700.00	39,500.00	— 8,700.00	— 10,200.00
Quarters for student interpreters at embassies.....	1,200.00	1,800.00	1,800.00	+ 600.00	
Contingent expenses, foreign missions.....	900,000.00	1,250,000.00	800,000.00	—100,000.00	— 450,000.00
Transportation of diplomatic and consular officers in going to and returning from their posts.....	145,000.00	300,000.00	300,000.00	+155,000.00	

Steam launch for embassy at Constantinople.....	1,800.00	1,800.00	Reapp.	- 1,800.00	- 1,800.00
Embassy building, Santiago, Chile, purchase of.....	130,000.00	-----	-----	-130,000.00	-----
Ground rent of embassy at Tokyo, Japan.....	250.00	250.00	250.00	-----	-----
Annual expenses of Cape Spartel Light, coast of Morocco..	250.00	250.00	250.00	-----	-----
Bringing home criminals.....	5,000.00	5,000.00	2,000.00	- 3,000.00	- 3,000.00
escuing shipwrecked American seamen.....	4,500.00	4,500.00	3,000.00	- 1,500.00	- 1,500.00
Emergencies arising in the Diplomatic and Consular Service.....	400,000.00	400,000.00	200,000.00	-200,000.00	- 200,000.00
Allowance to widows or heirs of diplomatic officers who die abroad.....	5,000.00	5,000.00	2,500.00	- 2,500.00	- 2,500.00
Magelssen, Mrs. Winifred T., payment to.....	4,500.00	-----	-----	- 4,500.00	-----
Transporting remains of diplomatic and consular officers to their homes for interment.....	5,000.00	5,000.00	5,000.00	-----	-----
International Bureau of Weights and Measures.....	2,895.00	2,895.00	2,895.00	-----	-----
International Bureau for Publication of Customs Tariffs..	1,500.00	6,000.00	6,000.00	+ 4,500.00	-----
International Boundary Commission United States and Mexico.....	5,000.00	50,310.00	5,000.00	-----	- 45,310.00
Boundary line, Alaska and Canada and the United States and Canada.....	55,000.00	55,000.00	36,500.00	- 18,500.00	- 18,500.00
International Bureau at Brussels for Repression of the African Slave Trade.....	125.00	125.00	125.00	-----	-----
International Prison Commission.....	2,550.00	2,550.00	2,550.00	-----	-----
Pan American Union.....	100,000.00	100,000.00	100,000.00	-----	-----

*Comparative statement of the amounts appropriated for 1921, the estimates for 1922, and the amounts recommended in the accompanying bill for 1922—Continued.*

Object.	Appropriation for 1921 in diplomatic and consular, deficiency, and other acts.	Estimates for 1922 regular annual and supplemental.	Amount recommended in bill for 1922.	Increase (+) or decrease (−) bill compared with 1921 appropriation.	Increase (+) or decrease (−) bill compared with 1922 estimates.
International Bureau of the Permanent Court of Arbitration.....	\$2, 000. 00	\$2, 000. 00	\$2, 000. 00		
Pan Pacific Union.....	9, 000. 00			— \$9, 000. 00	
International Commission on Annual Tables of Constants, etc.....	500. 00	500. 00	500. 00		
Bureau of Interparliamentary Union for Promotion of International Arbitration.....	2, 000. 00	2, 000. 00	2, 000. 00		
International Institute of Agriculture.....	16, 600. 00	25, 500. 00	16, 600. 00		— \$8, 900. 00
International Railway Congress.....	400. 00	400. 00	400. 00		
International Sanitary Bureau.....	2, 830. 79	2, 830. 79	2, 830. 79		
Reimbursement of Consul Ross Hazeltine.....	164. 25			— 164. 25	
Salaries and expenses, United States Court for China...	30, 400. 00	30, 400. 00	30, 400. 00		
International Office of Public Health.....	3, 015. 62	3, 860. 00	3, 860. 00	+ 844. 38	
International Seismological Association.....	800. 00			— 800. 00	
Arbitration of outstanding pecuniary claims between the United States and Great Britain.....	4, 250. 00	55, 000. 00	52, 770. 00	+ 48, 520. 00	— 2, 230. 00



Peace Palace at The Hague.....	1, 045. 25	1, 045. 25	.....	— 1, 045. 25	— 1, 045. 25
International Radiotelegraphic Convention.....	2, 250. 00	2, 250. 00	2, 250. 00	.....	.....
United States Section of the Inter-American High Commission.....	25, 000. 00	30, 000. 00	25, 000. 00	.....	— 5, 000. 00
International Joint Commission, United States and Great Britain.....	46, 000. 00	66, 000. 00	44, 000. 00	— 2, 000. 00	— 22, 000. 00
Third Pan American Scientific Congress.....	25, 000. 00	.....	.....	— 25, 000. 00	.....
Sixth International Sanitary Conference of American States (in deficiency act for 1921).....	2, 000. 00	.....	.....	— 2, 000. 00	.....
Payment to the Government of Panama.....	250, 000. 00	250, 000. 00	250, 000. 00	.....	.....
International Research Council.....	.....	7, 970. 90	2, 658. 00	+ 2, 658. 00	— 5, 312. 90
International Geodetic Association for the Measurement of the Earth.....	1, 500. 00	.....	.....	— 1, 500. 00	.....
International Commission on Public and Private International Law.....	( <sup>1</sup> )	( <sup>1</sup> )	Reap.	.....	.....
Salaries of the Consular Service.....	2, 009, 500. 00	2, 009, 500. 00	1, 809, 500. 00	—200, 000. 00	— 200, 000. 00
Expenses of consular inspectors.....	25, 000. 00	25, 000. 00	25, 000. 00	.....	.....
Salaries of consular assistants.....	75, 425. 00	75, 425. 00	35, 000. 00	— 40, 425. 00	— 40, 425. 00
Post allowances to consular and diplomatic officers.....	600, 000. 00	800, 000. 00	250, 000. 00	—350, 000. 00	— 550, 000. 00
Allowances for clerk hire at United States consulates....	1, 200, 000. 00	1, 800, 000. 00	1, 200, 000. 00	.....	— 600, 000. 00
Salaries and expenses of interpreters to consulate and guards.....	103, 700. 00	103, 700. 00	103, 700. 00	.....	.....

<sup>1</sup> Reappropriation of \$15,000.

*Comparative statement of the amounts appropriated for 1921, the estimates for 1922, and the amounts recommended in the accompanying bill for 1922—Continued.*

Object.	Appropriation for 1921 in diplomatic and consular, deficiency, and other acts.	Estimates for 1922 regular annual and supplemental.	Amount recommended in bill for 1922.	Increase (+) or decrease (—) bill compared with 1921 appropriation.	Increase (+) or decrease (—) bill compared with 1922 estimates.
Expenses of prisons for American convicts.....	\$15,000.00	\$15,200.00	\$15,000.00	.....	— 200.00
Relief and protection of American seamen.....	100,000.00	150,000.00	150,000.00	+\$50,000.00	.....
Foreign hospital at Capetown .....	50.00	50.00	50.00	.....	.....
Contingent expenses, United States consulates.....	1,000,000.00	1,500,000.00	1,000,000.00	.....	— 500,000.00
Seamen's Mission at Rio de Janeiro, Brazil .....	50.00	50.00	50.00	.....	.....
Legation buildings and grounds at San Salvador.....	.....	11,000.00	11,000.00	+ 11,000.00	.....
Interallied Committee on Reeducation of War Cripples...	6,000.00	6,000.00	6,000.00	.....	.....
International Hydrographic Bureau.....	.....	4,000.00	2,500.00	+ 2,500.00	— 1,500.00
International Trade-Mark Registration Bureau, quota of the United States.....	14,112.00	14,112.00	14,112.00	.....	.....
Expenses, Passport Control Act.....	<sup>1</sup> 400,000.00	1,000,000.00	600,000.00	+200,000.00	— 400,000.00
Total, diplomatic and consular appropriation bill..	9,370,537.91	11,983,848.94	8,543,650.79	—826,887.12	—3,440,198.15

<sup>1</sup> Includes reappropriation of \$150 000.